

# Clark County Planning Commission COMPREHENSIVE PLAN REVIEW

## POLICY PAPER #12 Planning the Urban Reserves

DATE: September 20, 2000

### BACKGROUND

Five years into the 20-year Clark County Comprehensive Plan, conditions may soon lead to discussion of the expansion of certain Urban Growth Areas. These areas are to first expand into Urban Reserve Areas (URA). The URA's abut the current UGA's and have established within them 10 or 20 acre minimum lot size zones intended to preserve large lots for efficient, future conversion to urban residential (UR10) or industrial uses (UR20). The Steering Committee and TAC also have discussed the planning horizon moving to 50 years, thereby prompting a higher level of planning for urban area and infrastructure expansion.

Chapter 1 - Community Framework Plan:

B. Policies, 1.0 Land Use

*Urban Reserves*

- 1.3.2 Establish criteria for new fully contained communities to ensure that the appropriate public facility and services are available. Large scale residential only developments are not considered as fully contained communities.
- 1.4.0 The County and jurisdictions within the County are to define urban reserve areas (land reserved for future development after 20 years), where appropriate, to allow an orderly conversion of land adjacent to designated urban growth areas to urban densities, as demonstrated by the need to expand the developable land supply or by regional industrial or public facility needs.
- 1.4.1 The County, cities and towns are to work cooperatively, to develop policies governing transition of urban reserve areas between the urban growth area set by the *20-Year Comprehensive Growth Management Plans* and the urban areas conceptualized by the longer-term *Community Framework Plan*. Such policies are to:
  - encourage urban growth in cities and towns first, then in their urban growth areas, and finally in the urban reserve area;
  - ensure that any development permitted is consistent with the level of urbanization of the adjacent areas;
  - identify major capital facilities and utilities, provide locational and timing criteria for development of these facilities and utilities;

- include a mechanism to ensure that major capital facilities and utilities are constructed when needed; and
- establish criteria for determining the need and procedures for amending the urban growth area boundary

1.4.2 Develop criteria for uses within urban reserve areas to allow a reasonable use without preempting future urban growth area designations.

Techniques that enable the urban reserve to be maintained include but are not limited to:

- transfer development rights;
- conservation easements;
- tax assessments;
- pre-planning of lots and the clustering of units; and other innovative techniques.

Chapter 2 – Land Use Element:

*Urban Reserves*

GOAL 2.5 Designate Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for orderly and efficient transition from rural to urban land uses if and when needed in the future.

2.5.1 Urban Reserve Areas (URA) are intended to provide guidance as to where the urban growth area may expand at some future date. Inclusion of land in an URA does not necessarily imply that all URAs will be included within an urban growth area.

2.5.2 URAs shall abut the established urban growth area. The URA shall not include designated agricultural or forest resource lands.

2.5.3 Consideration shall be given to the following in the establishment and location of URAs:

- a. The efficiency with which the proposed reserve can be provided with urban services in the future;
- b. the unique land needs of specific urban activities assessed from a regional perspective;
- c. the provision of green spaces between communities;
- d. the efficiencies with which the proposed reserve can be urbanized;
- e. the proximity of jobs and housing to each other;
- f. the balance of growth opportunities throughout the region so that costs and benefits can be shared;
- g. the impact on the regional transportation system; and,
- h. the protection of designated agricultural and forest resource lands from nearby urbanization.

- 2.5.4 All divisions of land in the URA shall be subject to the land division review process.
- 2.5.5 All new divisions of land shall create lots of 10 or more acres in size.
- 2.5.6 Devise standards to protect future land use designations (e.g., industrial and commercial uses requiring large parcels).
- 2.5.7 Devise standards in the URA to facilitate, if needed, future urbanization of the land through division.
- 2.5.8 Schools serving predominantly urban populations should be preferably located in urban growth areas then in urban reserve areas or rural areas adjacent to the urban growth boundary, subject to *Policy 2.5.9*.
- 2.5.9 Public facilities or schools may be located in the URA and rural areas where necessary to serve population growth within the urban growth area, subject to the following:
  - a. Facility or school sites shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile;
  - b. before siting a facility or school outside the urban growth area, the facility district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served;
  - c. the facility or school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses; and,
  - d. upon locating any school in the URA or rural area, the school district shall agree to connect to public water and sewer when they become available within 300 feet or less of the site, provided such a connection does not necessitate special facilities (e.g., pump stations) or capital improvements (e.g., larger pipes) to increase the capacity of the system.
- 2.5.10 Prior to the first comprehensive evaluation of the urban growth area by Clark County, create implementation measures which will effect the following:
  - a. Cooperate with cities to prepare and adopt general transportation, sewer and drainage system plans for the URA which identify areas within the URA appropriate for siting of public facilities; and,
  - b. Cooperate with cities, Special Districts and school districts to prepare and adopt plans for the siting of public facilities and schools.

*GOAL 2.6: Designate Industrial Reserve Areas overlays (IRAs) at certain specified locations adjacent to designated Urban Growth Areas. Premature land parcelization, and development of uses which are potentially incompatible with or preclude later industrial development shall be limited in order to preserve opportunities for the future siting of larger industrial uses or concentrations of uses.*

## *Policies*

- 2.6.1 The IRA designation is intended to be applied, and implemented through later development, only in those cases where ensuing development can provide a significant number of higher wage employment opportunities in an environmentally sensitive manner, in cases where current market conditions and/or infrastructure and service provisions do not warrant initial designation or development of such uses. The intended emphasis of the IRA designation is for light industrial and related uses, although environmentally sensitive heavy industrial uses may be considered in select circumstances.
- 2.6.2 The Industrial Reserve Area designation should be applied at certain freeway or arterial interchanges or other sites well served by existing or planned transportation systems, or adjacent to technological or research related uses associated with industrial uses. The IRA designation shall be applied in a limited number locations, in contiguous areas of 100 acres or more.
- 2.6.3 Prior to the development of lands within the IRA for industrial purposes and/or their inclusion within Urban Growth Areas or the annexation of such lands within city limits, the following policies shall apply:
  - a. All divisions of land within the IRA shall be subject to the land division review process.
  - b. Lands within designated IRA overlays may carry Rural or Resource designations. Such Resource lands shall be subject to minimum lot size requirements of that Resource designation. Such lands designated as Rural shall be subject to 20 acre minimum lot sizes.
- 2.6.4. Clark County shall assist local cities and ports, and the Columbia River Economic Development Council in marketing designated IRA properties to prospective users.
- 2.6.5 Prior to being developed for industrial purposes, IRA lands shall be included within designated Urban Growth Areas (UGAs). Applications for expansions of UGA's to include IRA lands may be initiated by individuals, cities or Clark County. Such applications should have the support of the city impacted by the proposed UGA expansion. Clark County shall review such applications for UGA expansions as specified in the *Procedures Element* of the *Comprehensive Plan*.
- 2.6.6 Clark County shall support expansions of designated UGAs to include Industrial Reserve lands only if the following circumstances exist to ensure that industrial development as intended can and will occur:
  - a. Infrastructure including but not limited to urban roads, public water, and public sewer are available to serve the IRA proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
  - b. infrastructure requirements and costs are such that the IRA proposed for inclusion in the UGA can be supported for industrial and related uses envisioned;

- c. the IRA designation is replaced with a more specific industrial zoning designation containing requirements and standards necessary to implement the development goals of the original IRA;
  - d. interlocal agreements have been adopted by Clark County and local cities involved. These agreements shall, at a minimum, provide guidance to the administration of the industrial zoning applied to the site by the County prior to annexation by the local city, and issues of the future annexation itself; and,
  - e. The master planning of these areas to protect and minimize the impacts to neighboring land uses.
- 2.6.7 It is the policy of Clark County, consistent with the *Growth Management Act*, that development of designated Industrial Reserve Areas for light industrial, industrial, or related uses should occur under city jurisdiction, with local governments providing services to and collecting associated revenues from that development. The principal interest of Clark County is that these designated IRA sites, which have regional access, are ultimately developed in a manner consistent with their potential for regional benefit, particularly employment.
- 2.6.8 The inclusion of land for industrial purposes within the urban growth area requires retention of industrial zoning for a period of not less than seven (7) years.
- 2.6.9 Lands Identified as Industrial Urban Reserve which also have designated Priority Habitat areas shall only convert to industrial after the wildlife issues have been resolved.
- 2.6.10 Expansion of the UGA shall be consistent with the applicable Urban Reserve and other *Comprehensive Plan Policies*.
- 2.6.11 Utility service provision shall be coordinated between the Cities of Camas and Vancouver to ensure that service boundaries are consistent with the *Comprehensive Plan*.
- 2.6.12 After conversion to full urban status, industrial reserve would not be eligible for rezoning. Under no circumstances can industrial reserve be redesignated to commercial or residential land for a minimum of seven years (consistent with *County Policy 2.6.8*).
- 2.6.13 The following policies shall apply to the Industrial Urban Reserve Area located North of SE 1st Street:
- a. Priority for conversion shall be given to parcels located along the alignment of scheduled capital improvements.
  - b. Zoning of the area adjacent to the SE 1st Street shall be consistent with the County's *Comprehensive Plan to Zoning* matrix in order to ensure infrastructure improvements are required at the same road classification standards on both sides of SE 1st Street. An agreement should be entered into by the County and jurisdiction to ensure that both sides of SE 1st Street are developed to full urban standards.

2.6.14 The following policies shall apply to the Industrial Urban Reserve Area located South of SE 20th Street:

- a. An agreement addressing issues of service provision and responsibility for completion of infrastructure improvements shall be executed between the County and the appropriate jurisdiction to ensure that both sides of the SE 1st Street are developed to full urban standards.

Special consideration should be given to the provision of open space/greenbelt along Fisher Swale.

*Excerpts from STRATEGIES: (For development within URA's as they are brought into urban areas)*

- ◆ *Encourage urban PUD's.*
- ◆ *Allow and encourage individual developments containing a mix of uses.*
- ◆ *Encourage the provision of more compact and pedestrian and transit friendly commercial development.*
- ◆ *Create public land banks for specialized land uses such as large industrial sites.*
- ◆ *Coordinate ...for a business revitalization plan for the Hazel Dell/ Highway 99 and Fourth Plain commercial corridors reflecting incentives for (1) reconfiguration of commercial uses from strips to larger centers, (2) transit orientation of both commercial and residential developments, (3) conversion of excess commercial sites to multifamily housing.*
- ◆ *Develop parking standards that...include redevelopment potential of under-utilized parking lot parcels, establish maximum parking requirements, and shared parking.*
- ◆ *Establish City and County sponsored neighborhood associations.*
- ◆ *Develop standards for infill and affordable housing which consider parking requirements, vehicle trip generation, levels of service, neighborhood character, and overall livability.*

## Chapter 6 – Capital Facilities & Utilities Element

6.2.3 Establish plans for location of public facilities and services in urban growth areas, urban reserve areas, and rural areas.

6.9.6 Service should be provided, and direct or indirect levels of service standards should be established, consistent with general service provision levels outlined in table 6.15

Table 6.15 General Service Provision Levels

<b>SERVICE</b>	<b>URBAN</b>	<b>URBAN RESERVE</b>	<b>RURAL</b>	<b>RURAL CENTERS</b>
<b>WATER</b>	Public water for domestic and fire flow.	Coordinate water systems to match future plans, discourage potable wells for individual dwelling units or use of satellite systems.	Private wells	Public water
<b>SEWER</b>	Public sewer	Septic systems with mandatory maintenance and hook-up when sewer is available.	Septic systems	Community septic systems
<b>STORM DRAINAGE</b>	Gutters, pipes, and regional runoff treatment and control facilities.	Plan for future gutters, pipes, and regional storm water treatment and control facilities.	Open conveyance system. on-site treatment and control of runoff.	Regional runoff treatment and control. May have curbs and gutters/ditches.
<b>SCHOOLS</b>	Full range of school facilities.	Plan for full range of future schools.	Limited	Schools should locate in rural centers.
<b>POLICE</b>	Police protection and facilities.	Sheriff services	Sheriff services	Sheriff services with potential for neighborhood headquarters.
<b>FIRE</b>	Fire protection rating of 3 or better; urban fire flow of 1,000 gpm or better.	Fire protection rating of 3 or better; urban fire flow of 1,000 gpm or better.	Fire protection rating of 6 or less; rural fire flow of 500 gpm.	Fire protection rating of 6 or better.

<b>SERVICE</b>	<b>URBAN</b>	<b>URBAN RESERVE</b>	<b>RURAL</b>	<b>RURAL CENTERS</b>
<b>ELECTRICITY</b>	Electricity	Electricity	Electricity	Electricity
<b>PARKS</b>	Neighborhood, community, and regional.	Plan for neighborhood, community, and regional.	Regional parks	Rural centers may have neighborhood parks.
<b>LIBRARY SERVICES</b>	Libraries	Bookmobile	Bookmobile	Bookmobile
<b>GOVERNMENT BUILDINGS</b>	Facilities	Plan for future facilities.	No facilities	Limited facilities
<b>TELECOMMUNICATION</b>	Phone and fiber optic services fully available	Phone available, plan for fiber optic services	Phone available	Phone available, plan for fiber optic services
<b>NATURAL GAS</b>	Available throughout	Available throughout	Available throughout	Available throughout
<b>SOLID WASTE</b>	Weekly collection from customers, mandatory recycling	Centralized collection, mandatory recycling	Centralized collection, voluntary recycling	Centralized collection, mandatory recycling

## **ORIGINAL INTENT**

The intent of the policy is to preserve and prepare the land designated in urban reserves for future urban development, and to ensure that said development is well planned.

## **WHAT MAKES PEOPLE QUESTION THE POLICY?**

- Do some of the allowed uses hinder the conversion of rural land to urban uses?
- Do service providers; including public and private road providers, public sewer and water providers, school and church development; plan or provide for adequate infrastructure expansion?
- Is the location and amount of existing URA's adequate to provide for future urban expansions at this time?
- Should certain urban reserve areas be prioritized for timing of incorporation into UGA's?



- e. Should future land use designations be more specifically planned for within urban reserve areas, including identifying specific areas for commercial, multi-family, parks, open space or other future urban uses?
- f. Should future land use designations be forecasted in order to address shortfalls within each jurisdiction's attempts to meet Comprehensive Planning Goals?
- g. Should more detailed analyses of future transportation systems, regarding location, access standards, affordability, pedestrian safety, and modal split, be completed?
- h. Should more detailed urban/ community design standards be established for areas before development precludes such opportunities?
- i. Should current neighborhoods in the existing or future URA's be asked to help develop urban conversion "standards" to help protect some of the character and cohesion of the existing areas?

#### **OPTIONS FOR CHANGE:**

1. Retain existing policies and zoning for URA's.  
 Implications: While URA's have been protected from small lot land divisions, other important aspects of long range planning have not been undertaken. There are potential efficiencies in infrastructure expansion that may be missed without adequate urban transition planning in urban reserves.
2. Develop standards for the URA's that ensure they can provide for future urban expansion.  
 Implications: Infrastructure expansion planning will be beneficial only if the future, observed development patterns coincide with, or can be made to comply with, infrastructure master plans. Traffic management plans must be fundable within the CFP if development concurrency is to be enforced. Land use and transportation plans adopted by Clark County may not agree with the development patterns that emerge under the direction of other jurisdictions.
3. Expand Urban Growth Areas to include Urban Reserves as urban holding zones that can be conditionally developed when coordinated plans are completed from infrastructure providers, including Clark County and the individual municipalities.  
 Implications: This option requires the lands to be brought into the Urban Growth Areas. Doing so requires many levels of preplanning including arterial atlas

amendments, traffic circulation plans, zoning, environmental review, etc. Bringing these lands into the Urban Areas will also significantly increase the development expectations of the property owners.

4. Allow limited development opportunities within industrial URA's for short-lived uses that would not impede later, coordinated industrial development.

Implications: This will allow for the use of lands that otherwise would see no development or residential development. The latter is not commonly built for the short-term, and would interfere with later, industrial use of the land and might lead to the allowance of development types or intensities that would actually preclude later industrial reuse.

#### **Steering Committee Discussion -**

Much of the discussion of Urban Reserves has been about expansion of the urban growth boundaries. General support has been expressed for increased capital facilities planning in the reserves.

#### **Action Taken -**

#### **Supporting Data -**

*h:\long range planning\projects\cpt 99.003 five year update\cpt 99-003 - tac\policy paper #12.doc*

